



## **REPORT**

**REPORT TO:** Mayor Bonnette and Members of Council

**REPORT FROM:** Ruth Conard, Planner – Development Review

**DATE:** May 11, 2021

**REPORT NO.:** PD-2021-0028

**RE:** Recommendation Report for proposed Official Plan and Zoning By-law Amendments to allow for the development of 4 townhouse units and a semi-detached dwelling at 37 King Street (Georgetown)

### **RECOMMENDATION:**

THAT Report No. PD-2021-0028, dated May 11, 2021, regarding the “Recommendation Report for proposed Official Plan and Zoning By-law Amendments to allow for the development of 4 townhouse units and a semi-detached dwelling at 37 King Street (Georgetown)”, be received;

AND FURTHER THAT Town of Halton Hills Official Plan Amendment No. 43, which amends the Town of Halton Hills Official Plan, for the lands municipally known as 37 King Street (Georgetown), as generally shown in SCHEDULE 4 – OFFICIAL PLAN AMENDMENT, be adopted as an exempt Local Official Plan Amendment;

AND FURTHER THAT the Zoning By-law Amendment, to amend Town of Halton Hills Zoning By-law 2010-0050, as amended, for the lands municipally known as 37 King Street (Georgetown), as generally shown on SCHEDULE 5 – ZONING BY-LAW AMENDMENT, be approved on the basis that the application is consistent with the Provincial Policy Statement, conforms or does not conflict with all applicable Provincial plans, conforms with the Region of Halton Official Plan and the Town of Halton Hills Official Plan, has regard for matters of Provincial interest, and represents good planning for the reasons outlined in Report No. PD-2021-0028, dated May 11, 2021;

AND FURTHER THAT in accordance with Section 34(17) of the Planning Act, no further notice is determined to be necessary.

## **BACKGROUND:**

### **Purpose of the Report:**

The purpose of this report is to provide Council with recommendations concerning the final disposition of Official Plan and Zoning By-law Amendment applications to permit the development of 4 residential townhouse units and a semi-detached dwelling containing 2 units on a shared driveway at 37 King Street in Georgetown.

### **Location & Site Characteristics:**

The subject lands are located at the north-west corner of King Street and Queen Street, immediately south of the Georgetown GO Station; see SCHEDULE 1 – LOCATION MAP. The irregularly shaped lot has an area of approximately 0.14 hectares (0.34 acres) and has frontage of approximately 22.0 metres (72.0 feet) on King Street and 51.0 metres (167.0 feet) flanking on Queen Street. The site slopes downward from the Georgetown GO Station towards King Street. The lands are currently vacant; however, they were previously occupied by the former Exchange Hotel.

Surrounding land uses to the subject property include:

To the North:	Georgetown GO Station
To the East:	Single detached dwellings
To the West:	Single detached dwellings
To the South:	Single detached dwellings

### **Former Exchange Hotel:**

The subject property was previously occupied by the former Exchange Hotel, which was identified as a significant cultural heritage resource by the Town of Halton Hills. The former Exchange Hotel was an early and rare example of a Pre-Confederation railway hotel in Georgetown. The Post and Beam construction of the hotel building used massive timbers cut from the virgin forest that once existed across Georgetown. Intrinsically linked to the history and development of Georgetown, the railway and Exchange Hotel played a key role in the development of the Town from a small village to major commercial and industrial centre within the Region.

Considerable efforts were made by the Town and property owner to conserve the former Exchange Hotel building and its cultural heritage value as part of the development plans for the site. However, due to its significantly deteriorated condition following years of exposure to the elements, the relocation and preservation of the building was not feasible. The former Exchange Hotel building was demolished in 2019.

### **Development Proposal:**

The subject lands were purchased by Habitat Halton-Mississauga-Dufferin (formally known as Habitat for Humanity Halton-Mississauga) in 2013 with the intention to redevelop the site to provide affordable housing options. On September 6, 2019, the Town deemed complete Official Plan and Zoning By-law Amendment applications (File No's: D09OPA19.001 and D14ZBA19.007) submitted by Habitat seeking to obtain the necessary land use approvals to permit the development of 4 townhouse units and a

semi-detached dwelling containing 2 units to be accessed by a shared driveway as shown on Figure 1 below and SCHEDULE 2 – SITE PLAN.



Figure 1

The 4 townhouse units are proposed to be oriented towards King Street; due to the slope of the site, the townhouses will appear as 3-storeys from King Street but 2-storeys at the rear of the site. The ground floor of the townhouses are accessible from King Street, with rear access to the parking lot provided at the second floor. Each townhouse unit will have 4 bedrooms and an approximate gross floor area (GFA) of 178.4 m<sup>2</sup> (1,920.0 sq.ft.). Private amenity space will be provided at the rear of each unit, towards the interior of the site.

The proposed semi-detached building contains 2 units, each having an approximate GFA of 127.0 m<sup>2</sup> (1,367 sq.ft.). The primary entrance to the semi-detached dwellings will be at the rear of the site, adjacent to the parking lot. A shared porch will be located along the Queen Street frontage and shared amenity space for the 2 units will be provided at the rear of the building that is approximately 38.7 m<sup>2</sup> (417.0 sq.ft.) in size. The design of the semi-detached dwelling has incorporated elements that have been influenced by the former Exchange Hotel, including the material appearance, a covered porch and support posts that span the entire frontage along Queen Street; see Figure 2 below. Prior to Final Site Plan approval, Habitat will also be required to develop and install interpretive signage at the entrance to the property to commemorate the former Exchange Hotel and history of the site, to the satisfaction of the Town's Senior Heritage Planner.



*Figure 2*

Habitat for Humanity has confirmed that at all 6 of the proposed units will represent affordable rental housing, as defined in Halton Region's Official Plan. The semi-detached units will accommodate clients from Community Living North Halton; the townhouses are intended for clients from other community organizations such as the Region of Halton Access to Community Housing (HATCH) list. The units defined as affordable housing will:

- remain as affordable housing for a period of at least 20 years;
- have average monthly rental payments that represent 80% or less of the Halton Region Average Market Rent (AMR), relative to the bedroom count; and,
- house clients belonging to third-party non-profit organizations such as Community Living North Halton.

Vehicular access to the development is proposed from Queen Street via a shared driveway along the north side of the lot. This provides for separation between the building massing and the Georgetown GO Station. Parking will be provided in the form of a shared parking lot at the rear of the site which contains 11 parking spaces. Each of the 6 residential units will be assigned 1 parking space for residents of the units; the remainder of the 5 spaces will be for care workers for occupants or for visiting family members. A new sidewalk is proposed to be constructed in the Town's right-of-way on the west side of Queen Street to connect King Street to the Georgetown GO Station and to allow for pedestrian connectivity to and from the site.

The Applicant submitted elevations and a number of renderings of the proposed townhouses and semi-detached dwellings for illustrative and conceptual purposes; SEE SCHEDULE 3 – CONCEPTUAL ELEVATIONS AND RENDERINGS.

To accommodate the development, the Applicant is proposing to amend the Official Plan designation from Major Transit Station Area to a site-specific Medium Density Residential Area in order to allow for the townhouse and semi-detached dwellings. The development proposes a density of 44 units per net residential hectare, which falls within the medium density range (21-50 units per net residential hectare) under the Town's Official Plan; SEE SCHEDULE 4 – OFFICIAL PLAN AMENDMENT.

The Applicant is also proposing to amend the Zoning By-law from Low Density Residential One (LDR1-2) to a site-specific Medium Density Residential Two (MDR2) zone; SEE SCHEDULE 5 – ZONING BY-LAW AMENDMENT. The site-specific provisions are designed to facilitate the current proposal and are outlined in Section 1.5 of the Report below.

Should the Official Plan and Zoning By-law Amendments be approved by Council, the proposed development will require the submission of a Site Plan application.

## **COMMENTS:**

This section of the report will identify, analyze and respond to key matters of interest associated with the Official Plan and Zoning By-law Amendment applications. This section can be broken down into the following subsections:

- 1.0 Planning Context and Policy Framework
- 2.0 Water Allocation
- 3.0 Town Departments and External Agency Comments
- 4.0 Public Comments

### **1.0 Planning Context and Policy Framework:**

The purpose of this subsection is to evaluate the proposed Official Plan and Zoning By-law Amendment applications against the relevant Provincial, Regional and Town policy framework to determine conformity with the applicable policies and guidelines.

#### **1.1 Provincial Policy Statement (PPS):**

The 2020 Provincial Policy Statement (PPS) provides broad based policies that promote an appropriate range of housing types that makes efficient use of infrastructure and public services facilities, thus supporting the development of healthy communities. The proposal is required to be consistent with the relevant policies of the PPS in accordance with Section 3 of the Planning Act.

Under the PPS, Georgetown would be considered a *Settlement Area*. As per Section 1.1.3, Settlement Areas shall be the focus of growth and development and land use patterns shall be based on densities and a mix of uses which use land and resources efficiently and prepare for the impacts of a changing climate. Land use patterns within Settlement Areas shall also be based on a range of uses and opportunities for intensification and redevelopment, in accordance with the criteria in Policy 1.1.3.3, which states that:



Planning authorities shall identify appropriate locations and promote opportunities for *transit-supportive* development, accommodating a significant supply and range of *housing options* through *intensification* and *redevelopment*, where this can be accommodated, taking into account existing building stock or areas, including *brownfield sites*, and the availability of suitable existing or planned *infrastructure* and *public service facilities* required to accommodate projected needs.

In addition, Section 1.8 encourages transit-supportive development and intensification to improve the mix of employment and housing uses in order to shorten commute journeys and decrease transportation congestion.

Planning staff is of the opinion that the proposed Official Plan and Zoning By-law Amendment applications are consistent with the policies of the 2020 PPS.

## **1.2 Growth Plan for the Greater Golden Horseshoe:**

Under the Growth Plan the subject lands are part of the larger designated urban area of Georgetown. The 2019 Growth Plan contains policies that speak to the provision of a diverse range and mix of housing options to accommodate people at all stages of life and creating an urban form that will optimize infrastructure to support the achievement of complete communities through a more compact form. As per Section 3 of the Planning Act, the proposal shall conform and not conflict with the Growth Plan.

A major guiding principle of the Growth Plan is to prioritize intensification and higher densities, where appropriate, to make efficient use of land and infrastructure and support transit viability. Section 2.2.2 of the Growth Plan also states that, until the Region of Halton completes its municipal comprehensive review, a minimum of 40 per cent of all residential development occurring annually will be within the delineated built-up area. Once the Region's comprehensive review has been completed, a minimum of 50 per cent of all residential development must be within the built-up area each year.

Section 2.2.4 of the Growth Plan continues to state, in part, that within all major transit station areas, development will be supported, where appropriate, by planning for a diverse mix of uses, additional residential units and affordable housing, in order to support existing and planned transit service levels. Further, lands adjacent to existing and planned frequent transit routes should be planned to be transit-supportive and provide a range and mix of uses and activities. The Georgetown GO Station is considered a major transit station area located on a frequent transit route.

Planning staff is of the opinion that the proposed development is in conformity with the Growth Plan for the Greater Golden Horseshoe.

## **1.3 Region of Halton Official Plan (ROP):**

The 2009 Regional Official Plan (ROP) designates the subject lands as Urban Area (Georgetown). Section 76 of the ROP states that the range of permitted uses and the creation of new lots in the Urban Areas will be in accordance with Local Official Plans

and Zoning By-laws. Section 89 of the ROP requires all development within the Urban Area to be on full municipal services.

Section 72(3) of the ROP states that the Urban Area should provide a range of identifiable, interconnected and complete communities of various sizes, types and characters, which afford maximum choices for residences, work and leisure. Section 84 of the ROP states the goal for housing is to supply the people of Halton with an adequate mix and variety of housing to satisfy differing physical, social and economic needs. The ROP also contains a number of policies that support the provision of assisted and affordable housing, especially within areas where public transit, retail and other facilities are readily accessible, as referenced in Section 86.

Regional staff have confirmed that the applications are in conformity with the Regional Official Plan.

#### **1.4 Town of Halton Hills Official Plan:**

Under the Town's Official Plan, the subject lands are within the boundary of the Georgetown GO Station Secondary Plan and designated Major Transit Station Area. Uses allowed in the Major Transit Station Area include:

- Railway related facilities including the existing heritage railway station, the existing layover facility, any new station building(s), parking, including underground parking and parking garages, open storage, bus storage, "kiss and ride" area, pedestrian walkways and bicycle parking; and,
- Accessory and ancillary uses, including retail and service commercial uses, offices and restaurants.

The subject property's inclusion in the Major Transit Station Area designation was due in larger part to the former Exchange Hotel building. The Applicant is proposing to redesignate the property from Major Transit Station Area to Medium Density Residential Area to accommodate the proposed residential development.

While the Secondary Plan contains policies that help provide guidance to evaluate residential infill proposals from an urban design and built form perspective, it does not include specific policy direction for proposals contemplating a change from the Major Transit Station Area designation to a new Medium Density Residential designation by way of an amendment to the Plan. Therefore, staff suggests that Section D1.4.4 (New Medium and High Density Residential Areas) of the Town's Official Plan could offer some guidance, which states that when considering a proposal for new medium density residential, by way of an amendment, Council shall be satisfied that the proposal:

- a) is located on and has direct access to a Collector or Arterial Road as shown on Schedule B1 to this Plan;*
- b) respects the character of the adjacent residential neighbourhoods, in terms of height, massing and setbacks;*
- c) can be easily integrated with surrounding land uses;*

- d) *will not cause traffic hazards or an unacceptable level of congestion on surrounding roads;*
- e) *can easily be accessed by public transit if available;*
- f) *is located in close proximity to community facilities, such as parks, schools and open spaces;*
- g) *is located on a site that has adequate land area to incorporate the building, on-site parking, an outdoor amenity area, and appropriate buffering such as setbacks, landscaping and fencing to ensure the compatibility of the use with adjacent land uses;*
- h) *where appropriate, considers the role of topography and natural vegetation in minimizing the impacts of tall buildings on adjacent land uses;*
- i) *has demonstrated that the potential shadow impacts associated with tall buildings will be at an acceptable level on adjacent properties; and,*
- j) *municipal water and wastewater services are adequate and available.*

Town staff is of the opinion that the proposed residential development satisfies the intent of Section D.1.4.4, as follows:

- a) The site has frontage on two collector roads (King Street and Queen Street);
- b) The semi-detached units are 2-storeys in height, which is reflective of the surrounding mature neighbourhood character. While the townhouse units are 3-storeys in height adjacent to King Street, this is largely due to the sites sloping grade towards the street as the townhouse units are 2-storeys towards the interior of the site. The maximum height permitted for the property will be limited to 10 metres, which is consistent with the Mature Neighbourhood zoning permissions for the surrounding area. While the townhouse and semi-detached units are located closer to the street than most of the surrounding single detached homes, this is intended to reinforce the streetscape edge and reflect the site's prominence as a gateway to the GO Station (Section H3 of the Secondary Plan). The townhouse units provide a 1.8 metre interior side yard setback, which is consistent with the Mature Neighbourhood requirements and should provide an appropriate relationship to the abutting property to the west;
- c) The proposed development integrates into the neighbourhood given its design; specifically, the semi-detached building, which reflects some of the characteristics of the former Exchange Hotel including its materiality, the covered porch and beams which span across its entire frontage;
- d) The proposal will not contribute to an unacceptable level of traffic congestion to the surrounding area. Town Transportation staff have reviewed the Traffic Brief submitted by the Applicant and concluded that traffic generated by the proposed development will not have adverse impacts on the intersection or create unreasonable amounts of additional traffic on the collector roads;
- e) Public transit is available with the Georgetown GO Station located directly adjacent to the site;



- f) The subject site is walking distance to downtown Georgetown and multiple community facilities and parks such as Durham Street Parkette, Dominion Gardens Park, Georgetown District High School and Christ the King Secondary School;
- g) h) and i) The site has been designed to provide sufficient parking spaces for the residential units and any required support staff for the occupants. Private or semi-private amenity space is also provided for each of the units. Landscaping is proposed on site along its frontage and along the side and rear lot lines together with noise barrier fencing to ensure compatibility with the adjacent land uses. The townhouses and semi-detached units are not considered to reflect a 'tall building' pursuant to Criteria G; therefore, no adverse shadow impacts are expected; and,
- h) The proposal is located on a site with available municipal services and has adequate capacity for the additional growth.

Schedule H3 of the Georgetown GO Station Secondary Plan also identifies the intersection of King Street and Queen Street as a Gateway. Section H.3.3.6.b) states the following for key gateways such as King Street and Queen Street:

*. . . development on lots fronting and flanking these intersections shall be designed so that any buildings reinforce the streetscape edge and have upgraded elevation treatments and gateway features.*

Staff are of the opinion that the proposed development appropriately reinforces the streetscape edge and that the design of the semi-detached building to reflect and reference important characteristics of the Exchange Hotel provides for an upgraded gateway feature that reflects the history of the site.

Additionally, as per Section D1.4.1 of the Official Plan all new development requiring Planning Act approval shall conform to the Urban Design policies (Section F2) of the Official Plan. The objective of the urban design policies is to ensure that urban areas of the Town evolve in a manner that enhances the quality and vibrancy of urban life. It is Council's desire to create and encourage a high-quality built form through good urban design. Staff is satisfied that the design and layout of the proposal generally comply with the urban design objectives of the Official Plan.

The Town's Official Plan also contains a number housing and strategic objective policies that support and encouraging opportunities for affordable housing to be provided in appropriate locations (Section A2.9).

For the reasons outlined above, Planning staff is of the opinion that the proposed Official Plan Amendment will allow for the development of the subject property in a manner consistent with the intent of the Official Plan.

### **1.5 Town of Halton Hills Zoning By-law 2010-0050:**

The subject lands are zoned Low Density Residential One (LDR1-2), which permits single detached dwellings. Townhouses and semi-detached dwellings are not permitted in this zone.

The Applicant is proposing to rezone the subject property from Low Density Residential One (LDR1-2) to a site-specific Medium Density Residential Two (MDR2) zone. The site-specific provisions would alter the MDR2 zone as follows:

- permit semi-detached units in addition to townhouse units under the MDR2 zone;
- reduce the maximum permitted height from 11.0 metres to 10.0 metres;
- establish a minimum parking requirement of 11 spaces for the affordable housing development instead of the 14 spaces that would have been required for the development if it were traditional townhouse and semi-detached units;
- reduce the minimum rear yard setback from 7.5 metres to 7.43 metres;
- reduce the minimum front yard setback from 4.5 metres to 1.87 metres; and
- reduce the minimum interior side yard setback from 4.5 metres to 1.80 metres.

Staff considers the proposal to rezone the property from Low Density One (LDR1-2) to a site-specific MDR2 zone appropriate given the development satisfies the intent of Official Plan policies to establish new medium density developments.

The maximum height for the MDR2 zone is being reduced to 10.0 metres, which is consistent with the LDR1-2 Mature Neighbourhood (MN) provisions for the surrounding neighbourhood.

The Applicant is proposing a parking reduction on the basis that their residents use less parking than what is required in the Zoning By-law. Habitat recently conducted a homeowner survey which concluded that their typical residents use an average of 1.17 personal vehicles per household. Based on the results of the survey, it appears that only 8 parking spaces will be required for the proposed development. Also, given the site's proximity to the Georgetown GO Station, there is adequate public transit available for residents.

The front yard setback reduction for the townhouses and semi-detached dwellings provides an urban pedestrian friendly street frontage, which is appropriate for this location. The reduced side yard setback applying to the townhouses is in keeping with the Mature Neighbourhoods' 1.8 metre interior side yard setback requirement for the surrounding neighbourhood.

As noted in Section 2.0 of this report, an 'H' Holding Provision is also required in order to ensure water allocation is provided for the site at the appropriate time.

## **2.0 Water Allocation**

The Region of Halton has identified that the development will require 5 single detached equivalents (SDEs) of water allocation from the Town of Halton Hills. Consistent with Town practice, staff will not bring forward a report recommending the allocation of 5 SDE to the project until it has obtained conditional Site Plan approval. However, in the interim the Region of Halton is requiring an 'H' Holding Provision be applied to the site with a condition being the allocation of the necessary SDE.

## **3.0 Town Department and External Agency Comments**

The development proposal was circulated to Town departments and external agencies for review and comment. Staff from the various departments and agencies have completed their review and have indicated that they have no concerns or objections with the proposed Official Plan and Zoning By-law Amendments. All of the staff comments pertaining to heritage, urban design, traffic and noise and vibration that were flagged at the Public Meeting stage have been addressed appropriately to staff's satisfaction.

## **4.0 Public Comments**

The development proposal was presented to the Public by way of Report No. PLS-2019-0071 through a Statutory Public Meeting on December 9, 2019. There were 2 interested persons in attendance who came forward to present their comments.

Additionally, staff received 2 phone/email correspondences from residents regarding the proposed development.

All of the resident comments were generally related to the former Exchange Hotel building which, as outlined above, has been incorporated into the design of the semi-detached dwelling and will be commemorated through plaque(s) at the entrance to the site.

## **RELATIONSHIP TO STRATEGIC PLAN:**

The proposed development is most closely aligned with the Town's value of achieving sustainable growth, the goal of which is:

*to ensure that growth is managed so as to ensure a balanced, sustainable, well planned community that meets the needs of its residents and businesses.*

This value is to be achieved, as it relates to this application, in part through the Town's priority of shaping growth:

- Halton Hills harnesses its future population and employment growth to provide new opportunities for residents, workers, businesses, and visitors.
- Halton Hills works to ensure housing is accessible to all its residents at any age or stage in life.

- Halton Hills grows in a way that embodies its values of social, economic, fiscal, and environmental sustainability. Staff engage with other levels of government to see that population growth in Halton Hills remains moderate.

### **FINANCIAL IMPACT:**

There is no immediate financial impact to the Town budgets as a result of this application.

### **CONSULTATION:**

Planning staff has consulted with the appropriate Town Departments and the Region of Halton in the preparation of this Report.

### **PUBLIC ENGAGEMENT:**

The proposed Official Plan and Zoning By-law Amendment applications were presented to the Public through a Statutory Public Meeting on December 9, 2019 (Report No. PLS-2019-0071). This meeting fulfilled requirements for public participation under the Planning Act, and provided Transparency, Notification and Participation, as defined in the Town's Public Engagement Charter.

### **SUSTAINABILITY IMPLICATIONS:**

The Town is committed to implementing our Community Sustainability Strategy, Imagine Halton Hills. Doing so will lead to a higher quality of life. The recommendations outlined in this report advance the Strategy's implementation.

This report supports the Environmental Health and Social Well-Being pillars of Sustainability and in summary the alignment of this report with the Community Sustainability Strategy is Very Good.

Compliance with the Town's Green Development Standards will be implemented through the approval of the Site Plan Control Application. The application of Green Development Standards to this project will help achieve energy and water efficiencies along with other sustainable objectives.

### **COMMUNICATIONS:**

Public Notice of Council's decision regarding passage of the Official Plan and Zoning By-law Amendments will be completed in accordance with the requirements of the Planning Act.

**CONCLUSION:**

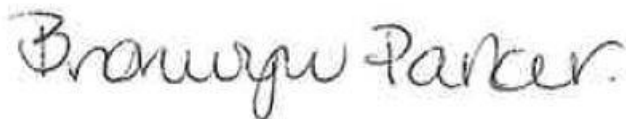
Staff has completed its review of the proposed 4 townhouse unit and a semi-detached building development at 37 King Street in Georgetown. Relevant policies, department and agency-reviewed drawings and studies as well as public comments were all considered, and staff is of the opinion that the proposal has merit and should be supported. The proposed Official Plan and Zoning By-law Amendments conform to the Growth Plan for the Greater Golden Horseshoe, are consistent with the Provincial Policy Statement and are in conformity with the Town and Regional Official Plans.

For these reasons, Planning staff recommends that Council approve the Official Plan and Zoning By-law Amendments as generally shown in SCHEDULES 4 and 5 of this Report.

Reviewed and Approved by,

A handwritten signature in black ink, appearing to read "Jeff Markowiak".

Jeff Markowiak, Director of Development Review

A handwritten signature in black ink, appearing to read "Bronwyn Parker".

Bronwyn Parker, Acting Commissioner of Planning and Development

A handwritten signature in black ink, appearing to read "C. Mills".

Chris Mills, Acting Chief Administrative Officer